DOCUMENT RESUME

ED 309 014 RC 017 140

TITLE Difficult Educational Contexts. Proceedings of the UNESCO Workshop on the Training of Primary Education Personnel Working in Difficult Educational Contexts (2nd, Northern Territory, Australia, August 14-19, 1988).

INSTITUTION Northern Territory Dept. of Education, Darwin (Australia).; Northern Territory Univ., Casuarina (Australia).; United Nations Educational, Scientific and Cultural Organization, Bangkok (Thailand). Principal Regional Office for Asia and the Pacific.

PUB DATE 89

NOTE 66p.; Also sponsored by Batchelor College and the Northern Territory Dept. of Employment, Education and Training.

PUB TYPE Collected Works - Conference Proceedings (021)

EDRS PRICE MF01/PC03 Plus Postage.

DESCRIPTORS Bilingual Education; Elementary Education; Foreign Countries; Home Schooling; Multicultural Education; Preservice Teacher Education; Rural Education; *Rural Schools; *Teacher Education; Teacher Education Programs

IDENTIFIERS *Aboriginal People; Australia (Northern Territory)

ABSTRACT

This booklet presents the proceedings of a workshop on teacher training and support for teachers working in remote rural areas. Participants at the workshop were drawn from a range of tertiary training institutions, government departments, parent groups, and other organizations. Many presentations focussed on Northern Territory case studies, particularly educational responses to the needs of Aboriginal communities. A number of presentations consider facets of teaching training and support: existing teacher training programs, regional college programs, course offerings that prepare teachers for particular problems of isolated multigrade schools, teacher stress, bilingual education for Aborigines, curriculum materials for remote areas, and support services for such schools. Papers also examine literacy workshops for remote communities, parent involvement in distance education and home tutoring, and teaching math concepts to Aboriginal children. This proceedings includes abstracts of the presentations, a list of 34 recommendations from the workshop, a program, and a list of participants. It also includes the full text of the opening addresses by Geoff Spring, Ian Anderson, and John Parr. (DHP)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED309014

UNESCO

Second Unesco Workshop in Australia on the Training of Primary Education Personnel Working in

Difficult Educational Contexts

Proceedings of the Workshop

Organised jointly with the Darwin Institute of Technology, Batchelor College, Northern Territory Department of Education, and the Department of Employment, Education and Training

RC017140

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Brian C. Devlin

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

/ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Second Unesco Workshop in Australia on the Training of Primary Education Personnel Working in

Difficult Educational Contexts

Proceedings of the Workshop

Organised jointly with the Darwin Institute of Technology, Batchelor College, Northern Territory Department of Education and the Department of Employment, Education and Training.
14-19 August 1988

Edited by Dr B C Devlin, Faculty of Education, Northern Territory University. This report was compiled by Coralyn Armstrong, John Parr, Pat Beattie, Ian Anderson, Brian Devlin and Meg Iles with the assistance of Pam Pile, Helen Cross and Michel Lapointe.

© **Northern Territory University**

Published by the NT External Studies Centre
Northern Territory University
(Formerly Darwin Institute of Technology and
University College of the Northern Territory)

Published by the University Printing Division 1989

CONTENTS

			Page
1.	INTRODUCTION		
	1.1	Background	1
	1.2	Objectives of the Workshop	2
	1.3	Expected Outcomes	3
	1.4	Participants	3
2.	METHODS AND PROCEDURES		
	2.1	Opening Ceremony	4
	2.2	Main Activities	5
		2.2.1 Visits to Batchelor College	5
		2.2.2 Background briefing: Asia-Pacific perspectives on teaching in difficult educational contexts	6
		2.2.3 Presentation of discussion papers by interstate participants	7
		2.2.4 Presentation and discussion of N.T. case studies and issues	9
		2.2.5 Development of a training guide for personnel concerned with teaching in difficult educational contexts in Australia	10
		2.2.6 Suggestions for consideration by tertiary training institution and government departments	10
3.	ABSTRACTS OF PAPERS AND TALKS PRESENTED		
	3.1	Dr Brian Devlin	11
	3.2	Mr Keith Pigdon	11
	3.3	Ms Sheila King	12

3.4 Mr Garth Hodgson 12
3.5 Ms Marj Redgrave 13
3.6 Mr Gordon Cooper 13
3.7 Ms Pat Elliott 14
3.8 Ms Rosemary Sandow 14
3.9 Ms Pat Beattie 15
3.10 Ms Vikki Shardlow 15
3.11 Mr Leon White 16
3.12 Ms Mary-Ann Gale 16
3.13 Mr Warren Hastings 16
3.14 Mr Barry Kepert 17
3.15 Ms Meg Iles 17
3.16 Mr James (Bob) Heron 18
3.17 Ms Peg Havnen 19
3.18 Dr Darol Cavanagh 20
3.19 Mr David Henry 20
3.20 Mr Noel Coutts 20
3.21 Mr Ray Cleary 21
3.22 Ms Chris Walton 22
3.23 Mr Cos Russo 22
3.24 Mr Peter Jones 23
3.25 Dr Stephen Harris 23
3.26 Mr Robert Kelso 24
3.27 Ms Carol Favilla 24

4. RECOMMENDATIONS

Recommendations 1-34 25

APPENDICES

A Participants 31

B Working Groups 35

C Program 36

D Opening Speeches by

1. Mr Geoff Spring 43
2. Mr Ian Anderson 47
3. Mr John Parr 53

Section One

INTRODUCTION

1.1 Background

A combined workshop and conference was held in the Northern Territory from 14 to 19 August 1988. The overall theme was teacher training: in particular, pre-service training, induction and in-service support for teachers working in remote rural areas.

The workshop was held over a five-day period at the Darwin Institute of Technology (now the Northern Territory University, Casuarina campus) whereas the conference, which started one day earlier and ran for three days, was at Batchelor College, south of Darwin. The two events were planned together as a cooperative venture for a number of reasons. First of all, it made sense for the two key organisations concerned with teacher-training (Batchelor and DIT) to pool resources in this way. Secondly, the choice of Batchelor as a venue meant that the teachers-in-training there could participate in the conference. And finally, Batchelor offered the added advantage of having more low-cost accommodation on-site.

In the previous year, UNESCO's Principal Regional Office for Asia and the Pacific, and the Northern Territory Department of Education in Australia, had jointly organised a sub-regional workshop (from 8 to 19 September 1987) on the theme of training primary education personnel for work in difficult educational contexts. Attended by representatives from 12 Asian and Pacific nations, that Workshop was conducted in pursuance of Resolution No 2.3 adopted by the General Conference of UNESCO at its 23rd session, within the framework of the Asia and Pacific Program of Educational Innovation for Development (APEID) and the Asia and Pacific Program of Education for All (APPEAL). Delegates focused on schooling in remote rural areas, community-based education, multigrade teaching, low-cost teaching aids, cross-cultural communication and ways to improve current teacher training programs.

It was resolved by the Australian participants at that sub-regional workshop that a follow-up activity should be arranged in Darwin approximately one year later. Accordingly, submissions seeking funding support were prepared and sent to the Darwin Institute of Technology, the NT Department of Education, the Department of Employment, Education and Training, the Australian National Commission for UNESCO, UNESCO's Principal Regional

Office for Education in Asia and the Pacific, and the Isolated Children's and Parents' Association.

Operational funds were successfully obtained and planning for the Workshop began in earnest. At a fairly early stage it was agreed that the issues surrounding teacher preparation and support deserved wide coverage and debate. This suggested the need for a conference which was designed to allow grassroots opinion to be freely expressed. On the other hand, the need to disseminate large quantities of overseas material and to work on existing materials in a concentrated way suggested the need for a workshop. Rather ambitiously, the organisers decided to plan for a joint Workshop and Conference to be held in August 1988.

Plans for both activities were formulated by a joint planning committee consisting of students and staff from Batchelor College, the Darwin Institute of Technology and representatives from the Department of Education and the Department of Employment, Education and Training.

1.2 Objectives of the Workshop

Participants at the workshop set themselves the following objectives:

(a) to exchange information concerning the training, support and supervision of teachers working in difficult educational contexts by considering:

- the experiences of workshop participants in this area,
- written publications from UNESCO and its Asia-Pacific member nations,
- papers contributed to the 1987 and 1988 Darwin workshops, and
- ideas presented at the Batchelor Conference (14-16 August 1988);

(b) to analyse specific training and support programs by means of a case study approach;

(c) to suggest possible improvements that could be made to existing pre-service, induction and in-service programs;

(d) to edit a draft training manual which was produced by representatives from twelve Asia-Pacific nations in 1987; and

(e) to prepare and approve a workshop report which would be suitable for dissemination.

1.3 Expected Outcomes of the Workshop

(a) Some practical suggestions for improving teacher training (pre-service, induction and in-service).

(b) Some suggestions regarding practical, joint activities that might link regions and centres, tertiary training institutes and relevant government departments.

(c) A revised version of the 1987 Draft Training Manual.

1.4 Participants

Participants at the Workshop were drawn from a range of tertiary training institutions, relevant government departments, parent groups and other organisations. There were six interstate participants representing UNESCO, Commonwealth Education Programs, a State Adult Education Board, and tertiary institutions; in addition, twenty Northern Territory representatives attended the workshop. The N.T. participants represented the Council of Government Schools Organisation (COGSO), the Isolated Children's Parents' Association (ICPA), Regional Education Centres, Darwin Institute of Technology, Batchelor College, the Curriculum and Assessment Branch and Regional Offices of the N.T. Department of Education.

This linking of tertiary education staff and departmental personnel was deliberate, as one of the goals of the Workshop was to provide a bridge between the provision of pre-service courses by tertiary institutions and the induction and in-service training provided by departments of education.

From among the participants the following officers were elected:

Dr Brian Devlin	Chairperson
Dr Darol Cavanagh	Rapporteur
Ms Coralyn Armstrong	Rapporteur
Mr Warren Hastings	Rapporteur

Section Two

METHODS AND PROCEDURES

2.1 Opening Ceremony

Dr Brian Devlin ,Head of the Division of Language Studies at Darwin Institute of Technology, welcomed participants and invited the Guest of Honour, Mr. Geoff Spring, Secretary of the Northern Territory Department of Education, to declare the workshop open.

In his opening address, Mr Spring referred to previous cooperative efforts between the Northern Territory Department of Education and UNESCO. He recognised that while many different/difficult contexts needed to be addressed, common issues underlying them could be identified and met through responsive and well negotiated educational approaches.

Mr Spring referred to the Tri-State (SA, NT, WA) Project, Literature Production Centre initiatives in bilingual education and recent visits he had made to Tonga and other outlying areas with UNESCO to emphasise that while strategies effectively involving client groups in project identification, planning and management are important, they may take considerable time to put in place.

He particularly welcomed the participation and support of UNESCO's Principal Regional Office in Bangkok, Australia's National Commission for UNESCO, the Darwin Institute of Technology, the Department of Employment, Education and Training in Canberra and other sponsoring institutes and agencies throughout Australia. In his view, the workshop would serve to strengthen links between the agencies involved in the pre-service, induction and in-service fields. He supported such a network approach, believing it to have the potential to develop programs and guidelines of real merit and relevance to a wide variety of different and difficult teaching contexts.

Mr Ian Anderson, Senior Executive Officer, Australian National Commission for UNESCO, welcomed participants on behalf of the organisation. He explained that UNESCO, the United Nations Education, Scientific and Cultural Organisation, was established after the Second World War to promote peace and security among nations by international cooperation in education, science, culture, communications and social science. The program in education has included activities based in the Asia-Pacific Region of UNESCO. One of these, which has been established for several years, is teacher education for difficult educational circumstances. The Northern Territory Education Department has contributed to this program, including hosting a regional workshop in Darwin in 1987.

The Department assisted the Darwin Institute of Technology to organise this follow-up to the regional workshop.

Mr John Parr, Assistant Secretary, Aboriginal Education Branch, Commonwealth Education Programs Division, Department of Employment, Education and Training spoke about the establishment of DEET and the new National Board on Employment, Education and Training (NBEET) and the relationship between the two bodies. He examined the implications of the Government's White Paper on Higher Education for remote and geographically isolated areas, the provision of external studies, and Aboriginal participation in higher education. His paper also focussed on Aboriginal education programs which have relevance for teacher education and for which DEET is responsible, namely ABSTUDY Special Courses and the National Scheme for the Placement of Teachers in Aboriginal Schools.

2.2 Main Activities

2.2.1 Visits to Batchelor College

Batchelor College, situated some 100 kms south of Darwin, is a TAFE College providing a variety of advanced education and TAFE courses for Aboriginal students . It caters for students from all over the Northern Territory with both an on-campus and off-campus community based teacher education program (RATE) and D-BATE teacher training program leading to a BA (Education) degree in collaboration with Deakin University.

From its inception, the Planning Committee for the workshop and conference included representatives from Batchelor College. It was envisaged that the Conference would be the forum for Aboriginal debate about educational issues and that the Workshop would be informed by these deliberations both directly through the Field Trip and indirectly through a report of the proceedings to be presented to the workshop at the end of the conference. This was to update or to introduce workshop participants to the changing nature of one of the "difficult" educational contexts that they were addressing in their consideration of pre-service, induction and in-service provisions.

The title of the Batchelor Conference was "Training Aboriginal Teachers for Difficult Circumstances." Preparations for this conference were incorporated into students' study programs. Groups of students from both the on-campus and off-campus programs prepared presentations on such topics as:

- The preparat'on of non-Aboriginal teachers for teaching in Aboriginal communities Educational leadership
- Educational leadership
- Community-based teacher education

- Homeland Centre Schools Curriculum Development
- The Homeland Centre RATE program in North East Arnhem Land.

Participants at the Conference were predominantly Aboriginal. Aboriginal languages (including Kriol) were used during some presentations and participants were divided into language groups to discuss important issues.

During the field trip, visitors were able to participate in sessions and also to listen to a plenary address on the future of the College. They were also taken around a display erected by Homeland Centre RATE students which photographically revealed what is, in some sense, one of the most difficult educational contexts of all.

All participants who availed themselves of the opportunity considered the visit very valuable and returned with the impression that Aboriginal teachers were rapidly gaining the confidence to take much more control over the education of Aboriginal children.

2.2.2 Background briefing: Asia-Pacific perspectives

Participants at the Workshop were given a preliminary briefing on a number of joint initiatives in the Asia-Pacific region aimed at improving the pre-service preparation, induction and in-service training of teachers working in difficult educational contexts. The Principal Regional Office for UNESCO (in Bangkok) has provided much of the direction and funding for these initiatives, but a number of other agencies have been involved as well.

Since its inception in 1960, the campaign to achieve universal and free primary education throughout Asia and the Pacific has been designed to combat rapid rates of population increase, poverty and disease. Almost without exception, the nations of the region are committed to the provision of universal primary education, regardless of population increase, difficulty or cost. Basically, this has come about because education is seen to be the key to national political, social and economic development. In some nations, such as Indonesia, the role of education has been further defined in terms of the Faure Report recommendations, as one of assisting lifelong learners in a learning society; educational goals are linked to three elements of quality in primary education: (1) basic knowledge and skills; (2) active, goal-oriented pupil learning processes; and (3) improvement in the quality of life, here and now. Qualitative improvements in Indonesia are therefore aimed at promoting learning which is *more efficient* (in terms of the attainment of desirable skills) *better oriented* (with respect to the learner's capacity to learn) and *more related to real life* and the actual environments in which learners live.

The means employed to achieve educational/developmental goals throughout the Asia-Pacific region include the use of the national language, a national teaching force, centrally-prescribed national curricula, a sustained capital investment in education, harnessing local and regional energies in support of national educational initiatives, long hours (six day schooling is common), integrated national planning, a 'can do' attitude, and outside financial and advisory support (from UNESCO, the World Bank, the British Council, Australian Development Assistance Bureau and other agencies). On the whole, this has resulted in some spectacular advances; however, it is also apparent that problems are being encountered since, inevitably, the expansion of education means that teachers are having to deal with new and challenging contexts. Malaysian educators, for example, have pinpointed remote rural areas, ethnic minorities, urban slums and significantly expanding educational opportunities for girls as four of the most important challenges they face.

At a number of meetings convened to discuss these and other questions, representatives from Asian and Pacific countries in the region have looked at a number of challenging situations facing teachers and have considered what might be done to encourage more appropriate teacher preparation at the tertiary level, to develop better induction courses for new teachers and to improve existing in-service training programs.

The term **difficult educational contexts** includes both urban and rural situations. As it is used by Asian and Pacific educators, the term generally refers to either overcrowded urban classrooms or multigrade classes in remote rural areas. Since the first problem situation arises because there are *too many* pupils in a class and the second because there are *too few* (that is, there are not enough pupils of a given age cohort or ability group enrolled to make up a 'normal' class), it would appear at first glance that the two situations have nothing in common. Paradoxically, however, they do share some characteristics in common, when the two situations are viewed from a teacher training/teacher support perspective. These were discussed in the paper presented by Dr Brian Devlin.

2.2.3 Presentation of discussion papers by interstate participants

Four interstate participants presented papers which were of considerable interest to the Workshop. Mr Ray Cleary, a member of the NSW Board of Adult Education, spoke about stress management in remote area teaching. He mentioned the effect of hectic modern lifestyles and increasing community expectations in causing stress.

Other causes of stress include isolation, particularly experienced by teachers in remote rural schools, pupil discipline and workload pressures. Since stress-related illnesses are a

significant cause of teacher retirement and illness, teacher education programs therefore need to prepare teachers to manage stress. At an institutional level, schools should take heed of research findings about stress. However, teachers also need to be aware of bio-feed back and other strategies for modifying their behaviour in order to copw with and to reduce stress.

Ms Mary-Ann Gale from the South Australian College of Advanced Education spoke about the Anangu Teacher Education Program, which is based in South Australia, although a group of students from Alice Springs are also enrolled in the course. The program is similar in many ways to courses offered through Batchelor College. Students taking the course are chosen by their community. It is significant that the three students from the first intake who have remained in their course for the second stage, are all from the local community at Ernabella, where the campus is located. The students from other communities have all dropped out. This demonstrates the importance of community support for Aboriginal students and the value of community-based education programs.

An example of the Aboriginal control of teaching situations which is developing at present is that Aboriginal people play a large part in selecting teachers for schools in Pitjantjatjara territory, including Ernabella. One potential problem, however, is that young people in Aboriginal communities are using very little English.

Ms Sheila King, Administrator of Teaching Experience and Co-coordinator of the Isolated Children's Program at the School of Education in the Darling Downs Institute of Advanced Education, presented a paper on the response of the Institute to the educational needs of the isolated children of Queensland. Under the Isolated Children's Project, teacher education students travel to remote areas and spend a fortnight living and working with a family. While living with the family, students are expected to conduct primary correspondence courses. Under the Priority Country Area Program, students from high schools in remote areas participate in an enrichment program by attending a camp at the Institute. Other programs of the Institute include an Aboriginal Studies elective taken by about forty per cent of students. In addition, the Institute has a requirement that Diploma of Teaching students must complete a four-week block of practice teaching, not only in a rural school but in a multigrade teaching situation .

Mr Keith Pigdon, a senior lecturer from the Melbourne College of Advanced Education, referred in his paper to his experiences with the Remote Area Teacher Education Program in the Northern Territory. He has a particular interest in promoting literacy in English among Aboriginals and has produced teaching materials including videos and publications for use in the program.

2.2.4 Presentation and discussion of N.T. case studies and issues

The workshop benefitted greatly from a concentration and focus on a range of Northern Territory case studies and presentations. These were designed to illustrate, in both a practical and philosophical way, the wide range of issues which need to be addressed in the in-service preparation of teachers working in difficult educational contexts. The Northern Territory situation, with its demanding educational circumstances, and the solutions and strategies adopted by experienced educators, has relevance for the organisation of educational provisions and teacher preparation in many UNESCO Member States in the Asia-Pacific region.

The Aboriginal population of the Northern Territory and the educational responses to the needs of Aboriginal communities was a predominant theme in the majority of case studies and presentations. Again the successes and problems of Northern Territory experience in this area are of direct interest to educational authorities in other Member States and within Australia.

The Northern Territory contributions included a thought-provoking paper by Dr Darol Cavanagh on future directions and more flexible approaches in teacher education, with questions of relevance to all teacher training institutions; a paper on maintenance of the Aboriginal culture and way of life and the implications for educational approaches; a treatment of the cultural differences which need to be taken into account in the teaching of a standard core curriculum subject, mathematics; and an analysis of bilingual education, where the Northern Territory is clearly the Australian leader in the field.

These topics were complemented by a wide-ranging series of presentations by staff of the Northern Territory Department of Education and the Darwin Institute of Technology on the practical issues of pre-service preparation and in-servicing of teachers, both Aboriginal and non-Aboriginal, and other approaches used to maintain support services to all teachers working throughout the Northern Territory, many of whom are working in locations which are both geographically and culturally isolated.

The Northern Territory case studies included the work of Batchelor College and its Remote Area Teacher Education (RATE) Program, where the preparation of Aboriginal teachers is proceeding in a unique way which enables students to maintain proper links while studying with their home communities. This is again a development which is of considerable interest to other teacher training institutions in Australia and the region. Participants also had an opportunity to hear about the present work of the Aboriginal Education Division at the Darwin Institute of Technology, and its future plan to assume a broader role in Aboriginal studies, education and research.

2.2.5 Development of a training guide for personnel concerned with teaching in difficult educational contexts in Australia

A group was formed to adapt the Draft Training Manual produced at the Sub-Regional Workshop in 1987, for Australian conditions. The members of the group included Dr Darol Cavanagh (chairperson), Mr Ray Cleary, Ms Sheila King, Mr Leon White, Ms Rosemary Sandow and Mr James Heron. The revised training manual is entitled "Guidelines for Training Educational Personnel Working in Difficult Educational Contexts."

2.2.6 Suggestions for consideration by tertiary training institutions and government departments

A sub group was formed to formulate recommendations which could then be discussed by the whole group. It consisted of the following members: Mr Warren Hastings (chairperson), Mr Cos Russo, Ms Pat Elliott, Mr Noel Coutts, Mr Peter Jones, Mr Keith Pigdon and Ms Joan Kale. These recommendations—which may be found in section four of this report—will be distributed to all departments involved in the Workshop and to other interested agencies and organisations for their information and action.

Section Three

ABSTRACTS OF PAPERS AND TALKS PRESENTED

3.1 Dr Brian Devlin

"Teaching in Difficult Educational Contexts: An Asia-Pacific Perspective."

This paper summarised a number of problems associated with the delivery of remote rural education services in the Asia-Pacific region. Reference was made to several noteworthy measures being undertaken by educational authorities in the region in an effort to combat these problems. These measures include new approaches to in-service and supervision, school cluster arrangements, innovative community involvement projects in rural areas, the development of modularised curriculum materials and the adoption of new strategies in multigrade teaching.

3.2 Mr Keith Pigdon

"Providing Literacy Workshops in Remote Communities."

In association with his colleagues, Ms Marilyn Woolley and Mr Dennis Claringbold, Mr Pigdon has been involved in conducting community based curriculum workshops for RATE students. The purposes of these workshops include:

- developing the students' literacy competence in the English language;
- expanding the students' repertoires in the areas of teaching strategies, materials and resources;
- enhancing relationships between RATE students and their cooperating teachers through structured reporting sessions;
- developing links between the workshop content and processes and those of the classroom through practice teaching sessions in the community school classrooms;
- encouraging the collaboration and coaching element through the pairing of RATE students for teaching practice, planning, feedback and evaluation;
- ensuring reflection on teaching and learning through journal writing and sharing;
- supporting bilingual programs through the use of community languages in writing and teaching practice; and
- producing videotape and other materials to support RATE programs.

The strategies used in these workshops have been selected to provide for *negotiation* to cater for different *experience* and to provide for a variety of *outcomes*. Modelling of strategies and

approaches in the workshops has been complemented by analysis of these and of a range of different texts presented to RATE students. Careful discussion of how they operated as teachers in the workshops and written documentation of their planning has also contributed to discussion of planning and evaluation.

Edited videotape materials from a number of these RATE workshops were shown at the UNESCO Workshop.

3.3 Ms Sheila King

"The Response of a Regional College to the Educational Needs of the Isolated Children of Queensland."

Ms Sheila King, in her paper, identified the needs of difficult educational contexts with respect to three groupings: the pupils and their families, the future teachers, and the education system of the State. This information was gathered from recent evaluations carried out in the south-west and north-west regions of Queensland.

The paper then went on to state how the Darling Downs Institute of Advanced Education (DDIAE) addressed these particular needs through four specific programs: the Isolated Children's Program, the Priority Country Area Program Enrichment Camp, the Aboriginal Students program and Third Year In-schools Experience. Through these programs students are brought face-to-face with the problems of teaching in isolated, multigrade situations. The paper concluded by suggesting a number of ways the DDIAE would expand programs and initiate other ideas to make more positive responses to distance education needs.

3.4 Mr Garth Hodgson

"Pre-service Early Childhood and Primary Teacher Preparation within the Division of Teacher Education, Darwin Institute of Technology, for Working in Difficult Educational Contexts."

Mr Hodgson presented a case study analysis of several pre-service courses offered by the Division of Teacher Education at Darwin Institute of Technology. In his presentation he examined the term 'difficult educational context' and discussed particular units of study at DIT which dealt with some of these dimensions of difficulty. One of these units specifically deals with teaching in small Northern Territory schools.

3.5 Ms Marj Redgrave
"Supporting Teachers in Remote Rural Schools in the Katherine Region (NT)."

This paper highlighted the difficulties and distances associated with the provision of support in the Katherine region and Ms Redgrave showed some of the ways in which these difficulties had been overcome. She said that the provision of support for teachers was the result of

1. system-related reasons, which reflected the legitimate concerns of Government;
2. professional reasons for supporting members of a particular profession;
3. social reasons for supporting teachers and thereby helping communities to realise their educational aspirations; and
4. economic reasons for trying to ensure continuity and quality of educational provision in remote regions.

Documented teacher needs (Fisher 1983) clustered around two major points:

a) physical/geographical distance, and
b) distance from an accessible professional peers.

The Regional support system attempts to ameliorate these difficulties firstly by 'diminishing distances'—firstly, by technical means (i.e. transport, radio, telephone), and secondly by 'fostering communities' through both technical and human means such as structuring time (i.e. the school calendar, visiting teachers on-site as part of advisory visits or the probationary process, by generation and implementation of an in-service calendar) and by appropriate communications technology.

3.6 **Mr Gordon Cooper**
"Preparation and Pastoral Care—Essential Elements of Induction."

Mr Cooper focused on induction courses for new teachers in the Northern Territory. Through a simulation exercise, participants were given some understanding of the kind of training and support they might expect on arrival, both through induction, as new officers in the Northern Territory Teaching Service, and several months later through induction recall. Participants took the role of various family members in the case studies. In this way the common queries, concerns and problems of interstate applicants were discussed. These sessions highlighted the essential elements of the induction program.

The three stages of the Department's induction program for new teachers are the Central Induction sessions (conducted in

Darwin and Alice Springs), Regional Induction activities (organised by the East Arnhem, Katherine, Barkly and Alice Springs regions) and Induction Recall (usually held in Regional Centres).

3.7 Ms Pat Elliott

"National Perspectives on Parent Involvement in Distance Education"

Ms Pat Elliott represented the Isolated Children's Parents' Association. She reminded participants that 'school too far away' necessitates the involvement of a home tutor to supervise children working on correspondence materials. In correspondence education, the home tutor is the catalyst. A home tutor may be an untrained parent or an employed tutor. Home tutors need extensive support and cooperation from the Schools of the Air and the Correspondence Schools. The multiple role of parent-tutor creates a difficult situation for parents because a major commitment to the children's education is required. Parents must be recognised as an integral part of the instructional process and curriculum development in distance education. Cultural differences—and in some important respects, all children in isolated areas share a common culture—need to be recognised and respected by course designers and distance educators.

3.8 Ms Rosemary Sandow

"Training Primary Education Personnel for Work in Difficult Educational Contexts: A Parent Perspective"

This paper emphasised the vital role that parent participation in education plays in enhancing children's ability to learn: by giving teachers access to a child's cultural framework, complementing the efforts of teachers, by reducing home/school conflict and providing meaningful input to curriculum development. Parental expectations about the role of primary schools were identified, along with the factors which mitigate against the fulfilment of the goals which parents believe primary education should achieve.

The paper stressed the need for all education personnel to be instilled with a positive attitude which recognises the responsibilities and rights of parents to actively participate in their children's education, and to genuinely respect and foster the valuable contribution of parents. Pre-service and in-service training must provide teachers with the skills to relate more effectively to parents and the wider community, and equip teachers with the knowledge, understanding and flexibility to adapt effectively to the diversity of social, economic, cultural and geographic situations in which they may be placed.

3.9 Ms Pat Beattie
"The In-servicing of NT Homeland Education Personnel for Cooperating in a Difficult Education Context."

This paper stressed that the context of Aboriginal education is changing rapidly with the move to greater self-management. Educators must consider this in the structure and content of their teacher training programs. HLC education is a part of this move and is an exciting area which could have a vitalising effect on Aboriginal education as a whole. The task, however, must be seen as one of community development of which education is only part and the pace of change and development must stay in the hands of the communities themselves. The quality of the people selected to work in this area and the appropriateness of their training is of the greatest import to the survival and development of HLC communities. In-services for HLC personnel are characterised by participation of teaching teams, both Aboriginal and non-Aboriginal, the negotiation of an agenda determined by participants' concerns and needs, sharing of concerns and consultation, then reflection on new input and planned action. Both members of the team are learners who, in interaction, evolve new solutions to old problems or unexpected solutions to new problems. HLC in-services also need to address the area of curriculum development as the provision is currently inadequate. This needs to be accepted as a valid function of in-service in these contexts.

3.10 Ms Vikki Shardlow
"Remote Area Teacher Education."

This presentation gave an overview of the Remote Aboriginal Teacher Education (RATE) program offered by Batchelor College to enable Aboriginal people to receive recognised teacher training in their local communities.

RATE gives training in home communities and there are currently 120 students in the program. However, insufficient funding has made it necessary to restrict intake. The RATE senior lecturer is based at Batchelor college and the 7 area lecturers are located in various centres around the Northern Territory. RATE tutors, who are staff members of local schools, also assist students.

RATE students participate in workshops which use a problem solving approach and collaborative learning techniques.

The program is strongly supported by Aboriginal communities and students want more and more control over their learning.

Problems:

1. It is often difficult for teachers to be released for RATE training.

2. Non-Aboriginal teachers may feel threatened by RATE students.

3. Area Lecturers have a high staff turnover due to extensive travel and stress factors.

3.11 Mr Leon White

"Community-based Teacher Education"

This paper explored issues related to the development of a community-based approach to teacher education. It suggested some principles that could serve to guide the development of an appropriate form of community-based teacher education. The paper addressed issues related to community development and the provision of teacher education for teachers in Aboriginal communities. Examples were given of the ways in which the Batchelor College Teacher Education program has assisted in developing an appropriate community-based approach and pedagogy in the provision of Teacher Education for N.T. Aboriginal communities.

3.12 Ms Mary-Ann Gale

"An Overview of the ANTEP Program."

Ms Mary-Ann Gale spoke about the Anangu ('Aboriginal') Teacher Education Program. She briefly outlined the program's history since its beginnings in 1984. Its goal was to enable Aboriginal people in schools to gain formal qualifications leading to certification as teachers. ANTEP is a project run by the South Australian College of Advanced Education through the Underdale campus in Adelaide. Stage 1 of the program prepares students for the position of Aboriginal Education Worker in schools; Stage 2 is the Associate Diploma in Anangu Education and Stage 3, the Diploma, prepares students to work as independent teachers of Anangu children. Ms Gale detailed some of the difficulties (chiefly to do with distance and funding) that the on-site lecturer and visiting lecturers encounter at Ernabella and Yipirinya.

3.13 Mr Warren Hastings

"The D-BATE Experience."

Mr Hastings described his work in the Deakin-Batchelor Aboriginal Teacher Education Program (D–BATE) which is designed for Aboriginal students who have completed the College's Associate Diploma. Their course work focuses on community-based independent research tasks which are negotiated with students during intensive sessions. The students, who are already experienced teachers, use the cultural knowledge of their community as the basis for enquiry and action. They involve elders

and others as teachers, evaluators and resource people, in an effort to evolve an Aboriginal pedagogy, which only they can define.

3.14 Mr Barry Kepert

"Development of a Mathematical World View: Appropriate Beginnings."

Mr Barry Kepert's paper focused on the low mathematics achievement rates of Aboriginal children and considered some ways in which the difficulty of teaching maths concepts could be overcome.

Pam Harris' work—outlining the areas of mathematics that have corresponding concepts in Aboriginal culture—was briefly presented, in order to demonstrate that the concepts required in Mathematics core curricula were a part of Aboriginal 'world order'.

The concept of time was used as an example of how to start with known ideas such as the the Dreamtime or 'natural' time (day, night, morning etc.) and then to relate the 'natural' idea to more 'technical' notions such as hours, minutes and seconds.

In exchange for the time students spend in school, we need to help them develop a technological world view. In developing this view we need to equip students with an ability to use the content knowledge for themselves; however, this content should not dominate the curriculum.

3.15 Ms Meg Iles

"Cluster Group In-servicing in the Barkly Region"

The function of the Education Centre is to supply resources and support for teachers, parents and the community in the Barkly region. Support services offered include:

- books, materials, kits, theme packs and computer software;
- the supply of big books, a binding service, small scale photocopying and reproduction;
- obtaining items small schools are unable to purchase such as video cameras or special educational programs, which are then made available for loan;
- administering Commonwealth Schools Program grants e.g. for satellite receiver dishes, computer software, the NT Drama Group;
- resources which also utilised by the community e.g. by RATE and TAFE/ Open College;
- a Mobile Unit. This vehicle is equipped for bush trips to take resources and support staff to all locations in the Barkly region.

Types of Cluster in-servicing:

a) Town-based in-services in which rural teachers are brought into Tennant Creek for programs that involve town teachers as well.
b) Rural based in-services using the hub school in a cluster and involving schools in that region such as Brunette Downs, Alexandria, Rockhampton Downs and Ganjarani.
c) Regional Activities, for example the Barkly Sports or in-services that involve advisors working with the children such as drama or music Workshops.
d) The mobile unit is used to travel between schools in a cluster group e.g. for the Bush Schools' Computer In-service.

Whatever the type of in-service, the motto is 'stimulation in isolation'.

3.16 Mr James (Bob) Heron

"An Overview of Home Tutoring with Remote and Isolated Families in the NT."

Mr Heron presented an audiovisual overview of home tutoring with remote and isolated families. In the Northern Territory, children from these families are usually enrolled with either of the two Schools of the Air, based in Katherine and Alice Springs. Territory-wide, current enrolments are 345 children, representing 220 families. Approximately 450 children are enrolled with Queensland's Schools of the Air, representing 300 families. Similar enrolment patterns are evident in other States.

It is important to highlight the significant influence which home tutors, including parents, have on the education of these students. Direct School of the Air teacher contact includes daily on-air lessons, in-school classes, teacher visits, camps, sports days and an end-of the-year Christmas party. These activities add up to a total contact time of approximately 220 hours per year.

The comparative contact time in a regular school is 1100 hours per year. This suggests that the home tutor is responsible for at least 80 per cent of teaching contact time with students. This percentage is further increased by poor radio reception, inability to attend school functions and so on. Thus the home tutor is, in effect, the child's teacher and deserves due recognition as such.

Currently available support resources for home tutors include:

1. on-air classes;
2. curriculum support materials (handbooks etc);
3. audiovisual materials;
4. School of the Air teachers (however,effective communication with SOTA teachers is often reliant on

compatible personality traits and mutual sociocultural understanding);

5. in-school Workshops;
6. home tutor training courses (which are usually 'in-house' productions such as those developed by Ms Carol Favilla, Alice Springs TAFE, and the South Australian Rural Industry Training Committee's home-tutor training kit); and
7. social support, including
   - peer group contact through on-air chat sessions, newsletters (e.g. *Bush Buzz*), in-school workshops and groups such as ICPA, and Penguins, and
   - itinerant professional support teams such as members of the Remote and Isolated Children's Exercise (RICE) based in Port Augusta, South Australia), Katherine Isolated Children's Service (Katherine, Northern Territory) and the Remote Area Families' Service (based in Mount Isa, Queensland).

3.17 Ms Peg Havnen

"The Future of the Division of Aboriginal Studies at DIT."

Ms Peg Havnen, Head of the Division of Aboriginal Studies at the Darwin Institute of Technology, spoke to the Workshop about the range of programs which are presently offered to Aboriginal students, and then outlined plans for a new Centre within the Northern Territory University.

The Division is now involved in a range of courses at access and certificate level, and in 1988 it introduced an Aboriginal and Islander Tertiary Orientation Program. An Aboriginal Student Services Centre is available to all of the Aboriginal students—there are now more than 300—at the Institute.

Ms Havnen discussed a proposal to set up a Faculty of Aboriginal Studies which would offer courses in Aboriginal Affairs Administration and Management (at degree and associate diploma level), Aboriginal Studies (degree) and community development (associate diploma). Courses in Fine Arts and Performing Arts have also been proposed.

Ms Havnen stressed the need for University activities related to Aboriginal fields to be planned and implemented with the involvement of Aboriginal people.

3.18 **Dr Darol Cavanagh**
"Rethinking the Issues: A Partnership in Teacher Training."

This paper was concerned with several issues concerning teacher training and education. The analysis focused first on several theoretical considerations which attempt to identify the beginnings of a methodology for analysing and understanding the problems and issues involved in training teachers for difficult educational contexts. The claim was made that within the vastly changing social milieu, teacher training has lagged behind social expectations. It is suggested that the present training paradigm that fosters a normative view of a one-model teacher training system has failed on a number of counts to address the present needs for training teachers for DECs. It is suggested that a Kuhnian paradigm shift is necessary to understand what is needed in an open systems approach to teacher training. The notion of a fixed view of knowledge, training, philosophy, research orientation etc. needs rethinking in order to better train teachers for DECs. He suggested that a new paradigm might use the notion of individual concerns (Fuller, Fielding et al..) as a basis for teacher training within a designated community bias. A rejection of institutionally contrived and controlled training regimes, was consequently posited with administration becoming a supportive function to the training curriculum. Lastly, a cooperative (institution, department, community and professional) imperative was suggested as the structure on which to base this shift in design.

3.19 **Mr David Henry**
"Preparation and Support for Working in Aboriginal Schools."

Mr David Henry, formerly a school principal in the East Arnhem Region, highlighted some of the the problems which had been experienced in delivering an education service to the region. He reported that teacher stress sometimes resulted from the conflict between the systemic demands of the Department on the one hand and local community pressures on the other.

3.20 **Mr Noel Coutts**
"Support Services to Rural Schools."

Mr Noel Coutts, Superintendent of Aboriginal Schools in the Alice Springs region, spoke about the kinds of support services which are provided for teachers in the Operations South area of the N.T. Department of Education. In summary, these include:

- an induction period, with an emphasis on pastoral care;
- an induction recall with an emphasis on curriculum;
- an Education Centre providing library and multimedia services such as "Look Show" (a video in magazine format filmed by schools), photography and print

services, with particular support for vernacular material production;

- advisory Services (for example, each TESL advisor has a cluster group of schools and provides generalist and specialist support);
- the Bushfire Radio Program, a distant learning mode aimed at ESL learners, supported by printed teacher resource material (jointly produced by CAAMA and the Department of Education, it is aimed at upper primary Aboriginal children);
- locally produced videos on new methodologies and programs;
- a rural-urban Network, in which each bush school is "married" to an urban school to encourage observation, exchange and support; and
- various types of in-service which include
  a) withdrawal situations (utilising the Ti Tree In-service Centre or the Alice Springs/Tennant Creek Education Centres),
  b) in-services for school clusters, and
  c) school-based in-service.

3.21 Mr Ray Cleary

"Stress Management in Remote Area Teaching."

This paper outlined some of the problems associated with teaching in remote area schools. These problems can give rise to teacher stress. For education departments, teacher stress is a considerable financial liability, costing the Victorian Education Department, for example, an estimated $22 million in 1984. As this was equal to the annual salaries of approximately 1 000 teachers, it succinctly indicates the size of the problem.

An early section of the paper was devoted to recent Australian research findings concerning the factors which cause stress in teachers. These findings, from Queensland, N.S.W., Victoria, Western Australia and Northern Territory, indicated that the five major stressors affecting teachers could be categorised as student recalcitrance, time demands, school climate, curriculum change, and community expectations.

From the literature, a model was chosen which outlined stress management programs for individual teachers and the teaching organisation. The major stressors from the research were then integrated into a stress management program for schools, education departments, and teacher training institutions. Suggestions and recommendations were given for educational administrators to cope with teacher stress and therefore improve the quality of classroom teaching.

We all live in stressful times. As teachers, we are human managers and therefore inextricably involved in the day-to-day

problems of our students. Stress is an ever present companion for those in the teaching profession.

3.22 Ms Chris Walton
"Report on the Batchelor Conference."

Ms Walton summarised some of the most significant sessions at the Batchelor Conference (August 14-16) which ran concurrently with the Workshop at DIT. She pointed out that this was the second annual conference that had been held at Batchelor and that audio cassettes and video recordings of both conferences were available.

She reported that participants at the Batchelor Conference had stressed the importance of the following attributes for non-Aboriginal personnel recruited into the field of Aboriginal education: commitment, willingness to learn, having some knowledge of Aboriginal culture and being prepared to learn the local language.

Students had expressed a strong preference for course organisation which allowed them to spend a maximum amount of time in their home community (i.e., off-campus) and were strongly supportive of the RATE and D-BATE programs with their emphasis on "issues-based" content and action research.

As the BA (Ed) course will be taken over by Batchelor College in 1989, students reiterated that these features should be retained in the fourth year course.

With respect to the future development of Batchelor College, it appeared that there were three options:

1. It could continue under the auspices of the Department of Education as at present. Aboriginal representation on Governing Council would remain at slightly more than 50 per cent.
2. It could amalgamate with DIT and the University College of the Northern Territory (in the new university) but that would mean that there would be only one or two Aboriginal people on the governing body.
3. It could become an autonomous incorporated body protected by new Northern Territory legislation, which would then allow the possibility of an all-Aboriginal governing body.

3.23 Mr Cos Russo
"Aboriginal Teacher Training For Bilingual Education: Pre-service and in-service."
"Local Control in Aboriginal Schools."

Mr Cos Russo presented two papers to the Workshop. In his discussion of the development of bilingual education in the

Northern Territory, he said that continued progress would depend on Aboriginal and non-Aboriginal staff working together in teaching teams. Aboriginal teachers could be regarded as the key members of these teaching team and he suggested that the future of Aboriginal education rested on the quality and quantity of these teachers. After outlining the essential requirements for pre-service courses and suggesting some ways of improving the current provisions for in-service education, he concluded that all those concerned with the delivery and administration of pre-service and in-service training need to cooperate more closely if the aims of bilingual education are to be fully realised.

3.24 **Mr Peter Jones**
"Non-Aboriginal Teacher Training for Bilingual Education Programs: Pre-service, Induction and In-service."

Mr Peter Jones explained that the NT bilingual program operates in a difficult educational context. The shortage of both trained Aboriginal teachers and experienced non-Aboriginal teachers, limited vernacular resources, the high cost of in-service and teacher turnover—all of these combine to make the program difficult to operate.

The major training objectives for non-Aboriginal teachers should be to foster an understanding of the Aboriginal communities where bilingual programs operate, and to master the team teaching approach which is used to deliver the program. While there were issues which should be dealt with at the pre-service and induction stage, in-service was clearly the major vehicle for non-Aboriginal teacher training, orientation and support.

3.25 Dr Stephen Harris
"Two-way Education at Tertiary Levels."

Dr Stephen Harris discussed the concept of two-way education. He outlined his theories relating to the perceived differences between Aboriginal and western society; for example, with respect to political processes, ownership of knowledge, and environmental attitudes. Dr Harris expounded the view that Aboriginal people, in order to secure the long-term preservation of their own culture and way of life, need to accommodate living in two societies simultaneously. To survive, Aboriginal society needed, among other things, to have an intense desire to maintain a separate identity, to maintain languages, to exercise control over schools and some control over media, to develop leaders and spokesmen who are very highly skilled culturally, and to have a measure of economic independence.

Dr Harris drew out the implications of these theories for tertiary institutions, emphasising the desirable two-way learning processes which should be developed. There were also fields of

study where it was appropriate to encourage Aboriginal control, e.g. Aboriginal literacy at an advanced level, Aboriginal ways of teaching history, Aboriginal art forms, and Aboriginal styles of administration.

3.26 Mr Robert Kelso

"The Preparation of Curriculum Materials for the Provision of Schooling in Difficult Educational Contexts."

The preparation of curriculum materials is one means of providing for education in difficult contexts. Mr Kelso's paper dealt with some of the technical aspects of constructing instructional materials.

Print materials feature prominently in the provision of curricula, and due to the increasing use of desktop publishing there are clear dangers that the process of curriculum development could be distorted. One of the hidden dangers of the implementation of sophisticated publishing technologies is that the "system" will drive the curriculum and substantially affect the nature of the materials, possibly to their detriment. This paper proposes that curriculum developers should be prepared for the task of interacting with these instructional technologies and presents one means of doing so. The paper concluded with a description of a style guide which seeks to bridge the communication gap between the curriculum developer and the publisher.

3.27 Ms Carol Favilla

"TAFE Course for Supervisors in Remote Areas."

Ms Favilla described how School of the Air supervisors responded to the difficulties they experienced when they taught using distance education programs. These supervisors, many of whom were mothers, did not feel confident enough to adapt the written materials delivered as part of the program, and blamed themselves when children did not perform to their expectations. Ms Favilla prepared a nine week correspondence course for supervisors. The course consisted of hour-long lessons (broadcast once a week over the School of the Air), a book and a seminar on curriculum at the nearest major centre. . The aim of the course was to introduce supervisors to current theories of how children learn and what understandings children are likely to have at different ages through their primary school years.

Thereafter, each difficulty was looked at in terms of where the child was at and why he or she might have been acting or responding inappropriately. This support for supervisors has been a successful means of improving the difficult education context for the distance learner.

Section Four

RECOMMENDATIONS

RECOMMENDATION 1

That in the interests of better serving the remote area populations of the Northern Territory and Northern Australia, the Northern Territory University should be encouraged to seek Commonwealth recognition as a distance education centre specialising in courses of particular relevance, such as the Graduate Diploma in Applied Linguistics, which offers training for teacher-linguists and ESL teachers, and Aboriginal Studies.

RECOMMENDATION 2

That the Northern Territory University establish appropriate links with Batchelor College, Katherine Rural College, and the NT Open College, with a view to providing a more integrated off-campus support system for post-secondary students in the Northern Territory. Alice Springs would need to be considered a priority off-campus centre. Such arrangements would greatly assist teachers enrolling in higher education courses.

RECOMMENDATION 3

That the Northern Territory University review existing teacher education programs, in consultation with representative Aboriginal groups and organisations, with the aim of strengthening compulsory course units dealing with Aboriginal issues.

RECOMMENDATION 4

That expansion of the teacher education program at Batchelor College be funded as a matter of priority, to assist the development of the third year Remote Area Teacher Education program and other courses.

RECOMMENDATION 5

That the Northern Territory University establish a School of Aboriginal Studies, centred on the existing Division of Aboriginal Education. This recommendation is in line with a recent submission, from the former Darwin Institute of Technology Task Force to the University Profiles Committee, which requested (a) that a Faculty of Aboriginal Education be created in the new

Northern Territory University and that (b) steps should be taken to encourage the appointment of qualified Aboriginal lecturing staff.

RECOMMENDATION 6

That the Northern Territory University and the State Reference Library should be encouraged to develop their collections of resource materials relating to home tutoring, education in remote rural communities, and issues pertinent to contemporary Aboriginal society.

RECOMMENDATION 7

That Aboriginal involvement in research into Aboriginal education should be encouraged, and supported by funding where required.

RECOMMENDATION 8

That Aboriginal Teacher Training Institutes such as Batchelor College should aim to appoint Aboriginal lecturing staff across a range of disciplines.

RECOMMENDATION 9

That all States should examine the potential value of bilingual education programs for Aboriginal communities. Existing bilingual programs should be well-supported and funded

RECOMMENDATION 10

That, as far as possible, responsibility for schools in Aboriginal communities should be vested in those communities.

RECOMMENDATION 11

That funds should be made available to encourage Aboriginal people to undertake research into Aboriginal education. Perhaps the Northern Territory Institute for Educational Research could take the lead by piloting such a scheme.

RECOMMENDATION 12

That Aboriginal communities requesting advice and financial support to help them in their language maintenance efforts should be assisted whenever it is feasible to do so.

RECOMMENDATION 13

That Aboriginal participants should be nominated to attend educational administration courses at the UNESCO International Institute for Educational Planning.

RECOMMENDATION 14

That, in pre-service teacher education programs, more attention should be paid to the teacher's role in community-based education. This would require teachers to develop a broader socio-cultural understanding and to acquire the requisite skills needed for effective participation. Knowledge of contemporary Asia-Pacific projects could be of considerable use to Australian teachers-in-training.

RECOMMENDATION 15

That teacher training institutions should incorporate courses of study which develop awareness of remote area teaching. Students with an interest in remote area teaching should be given the opportunity to engage in practicums in appropriate areas. The institutions themselves could try to develop pilot programs that model recommended approaches in multigrade teaching and community-based education.

RECOMMENDATION 16

That an effort should be made to build up collections of photos, films, videos and print-based teaching materials to assist teacher training programs which focus on specialist areas such as multigrade teaching or bilingual education.

RECOMMENDATION 17

That stress management units should be included in pre-service, induction and in-service courses for teachers.

RECOMMENDATION 18

That Commonwealth, State and Territory Departments of Education, in cooperation with local community organisations, should aim to provide a wider range of appropriate background materials for newly appointed teachers in remote rural areas

RECOMMENDATION 19

That interested educators and community representatives work together to develop guidelines for community-based school induction programs. The task would be to develop a model format that individual schools and communities could adapt for their own purposes. This could be a very useful exercise in co-operative planning that would involve regional advisers, tertiary educators, parents and teachers.

RECOMMENDATION 20

That Departments of Education should do all they can to reduce teacher stress through measures such as shared decision making and encouraging clear communication of school goals and the roles individual teachers are expected to play in achieving those goals.

RECOMMENDATION 21

That the Northern Territory University should be actively involved in the planning and provision of in-service training courses for Northern Territory teachers.

RECOMMENDATION 22

That there should be much closer liaison between teacher training institutions, departmental advisers and teacher employers at all stages of a teacher's professional development to assist with the coordination of programs. For example, tertiary institutions with Aboriginal studies/teaching units could coordinate with State departments to arrange more practicums in a range of educational settings that are appropriate to these studies, such as bilingual classes, homeland centre classes and community education centres.

RECOMMENDATION 23

That Education Departments recognise the importance of extending and strengthening support networks for personnel working in remote areas, e.g. radio networks, school clusters and sister school matching of rural and urban schools. These schemes could be extended across State borders and national boundaries.

RECOMMENDATION 24

That the teacher in-service programs should include some training in course design and materials production; ideally, such

courses would be linked with new pre-service courses in course design that have been developed.

RECOMMENDATION 25

That teachers in training should have the option of being paired in classrooms when engaging in practicums. This would help them to gain experience in team teaching and in the sort of collaboration and coaching situations which are frequently encountered in schools.

RECOMMENDATION 26

That Aboriginal schools should be allowed a flexible timetable in the first week of the school year so that community-and school-based orientation of new teachers can take place.

RECOMMENDATION 27

That the Northern Territory Education Department should review the use of existing technologies (such as facsimile transmission, HF radio and video) to encourage more effective and creative use of these resources in remote areas.

RECOMMENDATION 28

That teachers should not be sent to remote one teacher schools until they have had at least one year of teaching experience.

RECOMMENDATION 29

That experienced home tutors, assistant teachers and other para-professionals should be invited to contribute to the development of distance education courses. Parents could be asked to assist with course planning and design, in-service planning and delivery, evaluation and policy formulation. The ICPA and the Department of Education could work out mechanisms whereby this objective might be achieved in practice

RECOMMENDATION 30

That an appropriate accredited course should be made available for home tutors.

RECOMMENDATION 31

That provision should be made for community members to be involved in both the selection of teachers and the provision of teacher induction and in-service courses.

RECOMMENDATION 32

That research funds for teacher educators should be maintained in the new national research funding context.

RECOMMENDATION 33

That the School of the Bush curriculum project for Homeland Centre students in the N.T. should be granted special Commonwealth funding support so that additional materials can be developed and existing materials revised and reprinted.

RECOMMENDATION 34

That Departments of Education should recognise the importance of negotiating a 'culturally appropriate' distance education curriculum for children in isolated families and that they will develop strategies to allow this curriculum negotiation to occur.

APPENDIX A

SECOND UNESCO WORKSHOP IN AUSTRALIA
ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL
WORKING IN DIFFICULT EDUCATIONAL CONTEXTS
Darwin, N. T., Australia, 14-19 August 1988

PARTICIPANTS

01 **Mr Ian Anderson**, Senior Executive Officer, Australian National Commission for UNESCO; PO Box 826 Woden ACT 2606; phone: (062) 83 7655; fax: (062) 83 7168.

02 **Ms Pat Elliot**, Federal Council Representative for Isolated Children's Parents' Association (N.T.); PMB 72, Katherine NT 0850 or c/- Birrimba Station via Katherine; phone: (089) 75 0751.

03 **Mr Ray Cleary**, Member NSW Adult Education Board and Chairman Illawarra and South East Regional Council of Adult Education; phone: (044) 21 0350.

04 **Mr John Parr**, Assistant Secretary, Aboriginal Education Branch, Commonwealth Education Programs Division, Department of Employment, Education and Training, Canberra; phone: (062) 76 8901; fax: (062) 76 8811.

05 **Dr Darol Cavanagh**, Principal Lecturer, Darwin Institute of Technology; P.O Box 40146 Casuarina N.T. 0810; phone: (089) 20 4137; fax: (089) 27 0612; telex: DACOL AA85235.

06 **Ms Pat Beattie**, Education Officer, Outstation Materials, Curriculum and Assessment Branch, Northern Territory Department of Education; PO Box 4821, Darwin 0800; phone: 89 6433; fax: (089) 41 1120.

07 **Ms Sheila King**, Administrator of Teaching Experience, School of Education, Darling Downs Institute of Advanced Education, Queensland; Post Office, Darling Heights, Toowoomba Qld 4350; phone: (076) 31 2106; telex 40010; fax: (076) 30 1182.

08 **Dr Brian Devlin**, Head of Division Language Studies, Darwin Institute of Technology; PO Box 40146 Casuarina NT 0810; phone: (089) 20 4155; fax: (089) 270€12; telex: DACOL AA85235.

09 **Ms Rosemary Sandow**, Vice President, Darwin Rural Region, Council of Government School Organisations; 15 Bailey Circuit, Driver NT 0830; phone: (089) 88 1255.

10 **Mr James (Bob) Heron**, student; former remote area tutor; 19 Mary Street, Stuart Park, Darwin 0820; phone: (089) 81 8768.

11 **Mr Warren Hastings,** Lecturer, D-BATE Program, Batchelor College, Batchelor 0845; phone: 76 0002; fax: (089) 76 0135.

12 **Ms Marj Redgrave**, Assistant Superintendent, Katherine Region, Northern Territory Department of Education; phone: (089) 72 1822; fax: (089) 72 2325.

13 **Ms Meg Iles**, SEO Tennant Creek Education Centre; PO Box 457, Tennant Creek 5760; phone: (089) 62 2605.

14 **Ms Coralyn Armstrong**, Assistant Principal, Gillen School, Northern Territory Department of Education.

15 **Mr Noel Coutts,** Superintendent, Aboriginal Education, Northern Territory Department of Education, Operations South, Alice Springs Office; P.O. Box 1420, Alice Springs NT 5750; phone: (089) 50 0425; telex: 50 0411; fax: (089) 52 6035.

16 **Mr Leon White**, Lecturer, Remote Area Teacher Education Program, Yirrkala; PO Box 896 Nhulunbuy NT.

17 **Ms Joan Kale**, Lecturer, AITEP (ECE) James Cook University Townsville; phone: (077) 81 4386 (W), (077) 81 4656 (Scty), (077) 81 4111 (University Office); fax: (077) 79 6371.

18 **Mr Graham Benjamin**, Superintendent, Equal Opportunities, Curriculum and Assessment Branch, Northern Territory Department of Education; phone: (089) 89 6450; telex EDUPSB AA85141; fax: (089) 41 1120.

19 **Mr Keith Pigdon**, Senior Lecturer, Melbourne College of Advanced Education, Vic; phone: (03) 341 8651; fax: (03) 341 8696.

20 **Mr Peter Jones**, EO Bilingual, Northern Territory Department of Education; PO Box 4821, Darwin NT 0800; phone: (089) 22 0705; fax: (089) 47 0724.

21 **Mr Cos Russo**, PEO Bilingual, Northern Territory Department of Education; phone: (089) 89 6418; fax: (089) 41 1120.

Resource People

01 **Mr Garth Hodgson**, Lecturer, Darwin Institute of Technology; PO Box 40146 Casuarina NT 0810.

02 **Ms Chris Walton**, Lecturer, Darwin Institute of Technology; PO Box 40146 Casuarina NT 0810.

03 **Mr Barry Kepert**, SEO Maths, Northern Territory Department of Education; phone: (089) 22 0707.

04 **Ms Mary-Ann Gale**, ANTEP Program, Adelaide CAE; phone: (07) 372 6438.

05 **Mr Gordon Cooper**, PEO Professional Development, Northern Territory Department of Education; PO Box 4821, Darwin NT 0800.

06 **Ms Vikki Shardlow**, Coordinator, Remote Area Teacher Education Program, Batchelor College, Batchelor 0845; phone: 76 0002; fax: (089) 760135.

07 **Mr David Henry**, Senior Teacher, Tiwi School, Northern Territory Department of Education; PO Box 4821, Darwin NT 0800

08 **Dr Stephen Harris**, Senior Lecturer, Batchelor College, Batchelor 0845; phone: 76 0002; fax: (089) 76 0135.

Workshop Secretariat

01 **Ms Pamela Pile**, Executive Secretary, 2nd UNESCO Workshop Secretariat, Northern Territory Department of Education; PO Box 4821, Darwin NT 0800; phone: (089) 20 4061, (089) 20 4155; fax: (089) 27 0612; telex: DACOL AA85235.

02 **Ms Mary Fletcher**, Part time Consultant, 2nd UNESCO Workshop Secretariat; phone: (089) 20 4061; fax: (089) 27 0612; telex: DACOL AA85235.

03 **Ms Joyce Mussig,** Administrative Officer, Faculty of Education, Darwin Institute of Technology, PO Box 40146, Casuarina NT 0810.

04 **Ms Helen Cross**, Secretary, Division of Language Studies; phone: (089) 20 4161

Printing/Media Resource Support

01 **Mr Mike Friganiotis**, Media Resource Centre, Darwin Institute of Technology; PO Box 40146, Casuarina NT 0810.

02 **Ms Lyn Hamilton**, Media Resource Centre, Darwin Institute of Technology; PO Box 40146, Casuarina NT 0810.

03 **Mr Michel Lapointe**, NT Secondary Correspondence School; phone: 850226 or 850277.

04 **Mr Leighton Lawrence**, Media Resource Centre, Darwin Institute of Technology, PO Box 40146, Casuarina NT 0810.

05 **Ms Debra Kroon**, Media Resource Centre, Darwin Institute of Technology; PO Box 40146, Casuarina NT 0810.

06 **Ms Nancy Nelson**, Printery, Darwin Institute of Technology, PO Box 40146, Casuarina NT 0810.

07 **Mr Vic Czernezkkyj**, Principal Education Officer, Computer Education, NT Department of Education; PO Box 4821, Darwin NT 0800; phone: (089) 20 4061, (089) 20 4155; fax: (089) 27 0612; telex: DACOL AA85235.

APPENDIX B

SECOND UNESCO WORKSHOP IN AUSTRALIA
ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL
WORKING IN DIFFICULT EDUCATIONAL CONTEXTS
Darwin, N. T., Australia, 14-19 August 1988

COMPOSITION OF WORKING GROUPS

GROUP A DRAFT TRAINING MANUAL

Dr Darol Cavanagh (Chairperson)
Mr Leon White
Ms Rosemary Sandow
Ms Sheila King
Mr Bob Heron
Mr Ray Cleary

GROUP B WORKSHOP REPORT

Ms Coralyn Armstrong (Chairperson)
Mr John Parr
Ms Pat Beattie
Mr Ian Anderson
Dr Brian Devlin
Ms Pam Pile (Executive Secretary)
Ms Meg Iles

GROUP C RECOMMENDATIONS

Mr Warren Hastings (Chairperson)
Mr Cos Russo
Ms Pat Elliott
Mr Noel Coutts
Mr Peter Jones
Mr Keith Pigdon
Ms Joan Kale

APPENDIX C

SECOND UNESCO WORKSHOP IN AUSTRALIA
ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL
WORKING IN DIFFICULT EDUCATIONAL CONTEXTS
Darwin, N. T., Australia, 14-19 August 1988

PROGRAM

Sunday 14 August, 1988

08:00—17:00 Pre-Workshop activity: Visit to Batchelor College.

Monday 15 August, 1988

08:00—08:30 Registration of Workshop participants. (Library Seminar room, Darwin Institute of Technology).

08:30—09:30 Agenda Item 1: Official Opening of the Workshop

Speakers:

1. Mr Geoff Spring, Secretary, NT Department of Education;
2. Mr Ian Anderson, Senior Executive Officer, Australian National Commission for UNESCO, Canberra; and
3. Mr John Parr, Assistant Secretary, Aboriginal Education Branch, Commonwealth Education Programs Division, Department of Employment, Education and Training, Canberra.

09:30—10:00 Morning Tea.

10:00—10:15 Agenda Item 2: Election of officers to the Workshop
(Chairperson and two rapporteurs).

10:15—11:15	Agenda Item 3: Consideration of the Agenda and Program. Objectives of the Workshop.
11:15—12:00	Agenda Item 4: Background briefing. Dr Brian Devlin: *"Teaching in Difficult Educational Contexts: An Asia-Pacific Perspective."*
12:00	[Optional return visit to Batchelor College].
12:00—13:30	Lunch (Casuarina Plaza).
13:30—17:00	Resource Materials; Task Sheets.

Tuesday, 16 August, 1988

08:00-10:00	Agenda Item 5: Presentation of discussion papers by interstate participants. Mr Keith Pigdon: *"Providing Literacy Workshops in Remote Communities."* Ms Sheila King: *"Response of a Regional College to the Educational Needs of the Isolated Children of Queensland."*
10:00—10:30	Morning Tea
10.30-12.00	Agenda Item 6: Presentation and discussion of Northern Territory case studies, issues and research. Theme: Pre-service preparation and in-service support in the NT: What is being done? Mr Garth Hodgson: *"Pre-service Early Childhood and Primary Teacher Preparation within the Division of Teacher Education, Darwin Institute of Technology, for Working in Difficult Educational Contexts."* Ms Marj Redgrave: *"Supporting Teachers in Remote Rural Schools: The Katherine Region NT."*

12:00—13:30	Lunch.
13:30—15:00	Agenda Item 6—continued. Theme: The induction of teachers working in difficult educational contexts. Mr Gordon Cooper: *"Preparation and Pastoral Care—Essential Elements of Induction."*
15:00—15:30	Afternoon Tea.
15:30—17:00	Agenda Item 6—continued. Theme: Community and parent perspectives on training and support for teachers in difficult contexts. Ms Pat Elliott: *"National Perspectives on Parent Involvement in Distance Education."* Ms Rosemary Sandow: *"Training Primary Education Personnel for Working in Difficult Contexts: A Parent View."*

Wednesday, 17 August, 1988

08:00—08:30	Agenda Item 6—continued: Presentation and discussion of Northern Territory case studies, issues and research. Ms Pat Beattie: *"The In-servicing of NT Homeland Education Personnel for Cooperating in a Difficult Education Context."*
08:30—09:00	Ms Vikki Shardlow: *"The RATE Program."*
09:00-09:30	Mr Leon White: *"Community-based Aboriginal Teacher Education."*
09:30—10:00	Ms Mary-Anne Gale: (Video) *"An Overview of the ANTEP programs."*

10:00—10:15	Morning Tea
10:15—11:00	Mr Warren Hastings: *"The D-Bate Experience."*
11:00—11:30	Mr Barry Kepert: *"Development of a Mathematical World View: Appropriate Beginnings."*
11:30—12:00	Ms Meg Iles: *"Cluster Group In-servicing in the Barkly Region."*
12:00—13:00	Lunch
13:00—13:30	Ms Peg Havnen: *"The Future of the Division of Aboriginal Studies at DIT".*
13:30—14:00	Dr Darol Cavanagh: *"Rethinking the Issues: A Partnership in Teacher Training."*
14:00-15:00	Mr David Henry; Mr Noel Coutts; Ms Coralyn Armstrong: *"In-service Support for Remote Rural Contexts."*
15:00—15:30	Afternoon Tea.
15:30-17:00	Mr Ray Cleary: *"Stress Management in Remote Area Teaching."*

Thursday 18 August, 1988

08:00-08:15	Agenda Item 7: Briefing on the Batchelor Conference. Ms Chris Walton
08:15-09:00	Theme: Pre-service teacher training and in-service support for staff working in schools with bilingual programs. Mr Cos Russo/Mr Peter Jones: *"Teacher Training Requirements for Bilingual Teachers in Remote Areas: Pre-service, Induction, In-service."*

09:00-10:00	Dr Stephen Harris: *"Two-way Education at Tertiary Levels."*
10:00-10:30	Morning Tea
10.30-10.45	Agenda Item 8: Constitution of working groups for Agenda Item 9.
10.45-11.45	Agenda Item 9: Development of a training guide for personnel concerned with teaching in difficult educational contexts in Australia.
11:45-12.00	Steering Committee meeting (small group): Production of the Workshop report.
13:30-15:00	Agenda Item 9—continued (small groups): Development of a training guide for personnel concerned with teaching in difficult educational contexts in Australia.
15:00-15:30	Afternoon Tea.
15:30-16:30	Agenda Item 9—continued: Progress so far (leaders of small groups report to the whole group)

Friday 19 August, 1988

08:00-10:00	Agenda Item 9—continued (small groups): Development of a training guide for personnel concerned with teaching in difficult educational contexts in Australia.
09:45-10:00	Steering committee meeting: preparation of draft Workshop Report.
10:30-12:00	Agenda Item 9—continued (small groups): Development of a training guide for personnel concerned with teaching in difficult educational contexts in Australia. Preparation of draft Workshop report.
12:00-13:30	Lunch.
13:30-15:00	Agenda Item 10 (large group): Suggestions for consideration by tertiary training institutions and departments of education.

15:30-16:45	Agenda Item 11 (whole group): Consideration and adoption of a draft report on the Workshop.
16:45-17:00	Agenda Item 12 (whole group): Closing session.

APPENDIX D

SECOND UNESCO WORKSHOP IN AUSTRALIA
ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL
WORKING IN DIFFICULT EDUCATIONAL CONTEXTS
Darwin, N. T., Australia, 14-19 August 1988

SPEECHES

1. Mr Geoff Spring, Secretary, NT Department of Education.

2. Mr Ian Anderson, Senior Executive Officer, Australian National Commission for UNESCO.

3. Mr John Parr, Assistant Secretary, Aboriginal Education Branch, Commonwealth Education Programs Division, Department of Employment, Education and Training.

OFFICIAL OPENING ADDRESS

SECOND UNESCO WORKSHOP IN AUSTRALIA ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL WORKING IN DIFFICULT EDUCATIONAL CONTEXTS

Darwin, N. T., Australia, 14-19 August 1988

Mr Geoff Spring
Secretary, NT Department of Education

Mr. Chairman, members of the UNESCO Workshop, ladies and gentlemen.

In September last, the NT Government and Department of Education, were pleased to act as hosts to members of the UNESCO Sub-regional Workshop on Training Primary Education Personnel for Work in Difficult Educational Contexts.

That Workshop involved a number of overseas educators including a significant proportion from the South East Asian and Pacific areas with expertise in dealing with diverse and difficult educational environments. NT curriculum writers and regional administrators appreciated the opportunity that occasion provided to share common concerns and approaches, and were frankly enthused by the relevance of the educational issues, needing to be addressed in SE Asia, the Pacific and many of the remote areas of Australia.

While one major focus of government is the devolution of roles to schools and their councils, and is aware the strategy is popular in nations of varying political persuasion; the Northern Territory sees no conflict between this trend and the development of strong central guidelines and resource bases to support continuity of programs and maintenance of standards. Such an approach also enables the growing number of community based resource and interest groups to have focus and some impact on aspects of policy and practice which affect our programs in schools, system wide.

Since that time in looking at my own Department's resources and responsibilities from that perspective and again following on a recent visit to Tonga, our obligation to harness the best possible resources has been brought home to me. We need to do this to address both

- the need for effective and relevant teaching and learning materials for all isolated and difficult education environments; and

. the demand for cooperative pre-service, induction and in-service ventures across the wider education spectrum.

The focus, therefore, of this Workshop on pre-service preparation, induction and in-service support for teachers working in remote rural areas while being a natural extension of the 1987 Sub-regional Workshop, is also central to our concern to deliver effective support strategies to teachers in the majority of schools in the NT, as more than half our schools are small, distant from large communities, with restricted and sometimes costly access and lacking the infrastructure often seen as necessary to support effective education programs. Many of these schools are multigrade, multilingual and cater for a mobile population requiring a variety of special support strategies. They are entitled to be considered difficult educational contexts.

It takes considerable time, in these contexts to put new programs, resources or administrative arrangements into place. Let me give you two examples -

A tri-state agreement has been signed in the last month, between the Ministers for Education in South Australia, Western Australia and the Northern Territory. Initial discussions on the matter were first held nearly five years ago, and the actual arrangements have been worked out over the last three. An Executive Officer has yet to be appointed, and then the agencies and the parties involved have the task of making the ideas work.

In the case of our Bilingual Education programmes a lack of quality literacy materials has had to be overcome so that Aboriginal languages are able to be presented in a manner that will attract the interest of the students and the support of the community. The opportunity we were able to take through the use of S.R.A. blanks brought a further dimension to the range of resources available to schools. However it has taken until recently for most of our Literature Production Centres to build up the equipment, skill levels and financial resources necessary for this task. And it is a need they will continue to face.

In reviewing the program for the Workshop, I am aware that you will be hearing reports of, and examining, program strategies and materials which focus on specific areas of interest to the NT, e.g. our curriculum resources for teachers or assistant teachers in homeland centres and RATE, our Remote Area Teaching Education program, which caters for a significant and growing proportion of first and second year students at Batchelor College.

The opportunity to visit Batchelor College and participate in the parallel conference being run there, developed by a common planning committee, is an important element of this Workshop. Whether you are involved as a resource person or an observer, while Aboriginal educators and community leaders negotiate strategies to develop and manage their own programs—the message to us all is

the same, and one that we can not ignore, viz. the involvement of the client group in the identification of needs and in the planning and management of their resolution is critical to the success of all such projects.

While the programs I've mentioned do have a very specific focus, they are derived from initiatives in our communities and schools, and continue to maintain strong support from them, despite the constraints on our curriculum writing and teacher support networks. Requests for use of these materials and information on the programs from both interstate and overseas indicate that others are identifying the universality of the principals and practices involved. My department accepts that to achieve and maintain effective resources, networks involved require formal identity and support, both at the national and state/territory level. Just how, is an important task for you.

If we continue to meet the demands of each community, region, state or territory separately, achievements and resources of real merit and lasting value are unlikely. This workshop, designed as a follow on activity and an Australian debriefing of work done by representatives of Asian and Pacific nations, including Australia, is intended to strengthen the cooperative ties that exist between the NT, other states and neighbouring countries working in similar circumstances.

A workshop such as this, based on the experience of previous UNESCO Sub-regional Workshops is an opportunity to develop strategies which facilitate cooperation between a wide range of interested parties. It is likely to be the type of cooperation that can result in quality programs and resources of wide relevance and practical value not only in a variety of situations in Australia, but also beyond.

To this end it is an appropriate time for me to recognise the support given by other agencies in this particular cooperative venture, which has received considerable financial assistance from UNESCO's Principal Regional Office in Bangkok, Australia's National Commission for UNESCO, the Darwin Institute of Technology, the Department of Employment, Education and Training, Canberra, our own Department of Education, and other institutions around Australia who sponsored participants.

I would like to welcome representatives of those organisations and to congratulate them for the effective liaison planning, and support, which enabled this Workshop and its parallel conference at Batchelor College to be put in place. I know the organisers expect the meetings will provide opportunity for the exchange of much relevant and useful information, and will result, by the end of the week in the preparation of a set of guidelines for pre-service, induction and in-service activities, which can be used by curriculum developers, regional advisers and teacher trainers.

Already the links that exist in the NT between agents of the department and tertiary institutions have strengthened as they planned these programs. The participation of a similar range of personnel from around Australia, and the pooling of their resources and expertise can only be of benefit in helping to improve the delivery of educational services to teachers and children in difficult educational contexts.

On behalf of the NT Government and the officers of my department, I look forward to the results of your work. I commend you to the task and have very great pleasure in declaring the Workshop open.

SPEECH GIVEN AT THE OFFICIAL OPENING OF
THE SECOND UNESCO WORKSHOP IN AUSTRALIA
ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL
WORKING IN DIFFICULT EDUCATIONAL CONTEXTS
Darwin, N. T., Australia, 14-19 August 1988

by

Mr Ian Anderson,
Senior Executive Officer, Australian National Commission for UNESCO.

I am very pleased to be able to return to Darwin to participate in this second UNESCO workshop, which follows the sub-regional workshop in Darwin in 1987. I was sorry that I could not stay beyond the opening section of the first workshop.

I would like to say something about UNESCO and its education programs, leading on to the background to this workshop and concluding with reference to some teacher education problems which appear to relate to difficult educational circumstances.

1. Introduction to the UNESCO education program

Before the UNESCO education program is considered, a little needs to be said about the organisation itself as background.

UNESCO was established in 1946, after the Second World War, as a specialised agency of the United Nations with the specific aim of contributing to peace and security throughout the world by promoting collaboration among nations in education, science and culture, thereby increasing universal respect for justice and the rule of law and for human rights and fundamental freedoms without distinction of race, sex, language or religion.

The underlying assumption is that since wars began in the minds of men, it is in the minds of men that the defences of peace must be constructed.

Since UNESCO's establishment, the number of participating states has grown from twenty to more than 150. All member states have equal voting rights although their financial contributions vary depending on the size of their budgets.

The total UNESCO budget is of the order of $US 350m per biennium—about the same budget as a university, although UNESCO does have access to additional funds for particular projects through other sources such as the United Nations Development Program (UNDP). With such a small budget for UNESCO's global

responsibilities, its role is to act as a catalyst, stimulating the exchange of ideas through means such as workshops. It is not an aid agency providing funding of infrastructure such as school buildings.

The administrative structure of the organisation to carry out its program in its fields of responsibility, including education, is centred in Paris. There are also a number of regional offices. Bangkok office is the administrative centre for the Asia Pacific Region, of which Australia is a part. Consultants may also be appointed to field posts in particular countries.

In addition, member countries have their own Secretariats. These national Secretariats usually service a National Commission for UNESCO which advises the national government on participation in UNESCO activities.

Australia has a National Commission of sixteen and a Secretariat of nine based in the Department of Employment, Education and Training in Canberra.

The areas of interest in which UNESCO has developed international programs have expanded in recent years beyond the original three of education, science and culture, to also include communications and social science.

The programs are prepared for a two year period with a Medium Term Plan prepared on a six year basis to guide longer term direction.

The program for the current biennium, 1988-89, consists of fourteen Major Programs of which three are in education. The first of these three, "Education for All", includes practical programs in areas of education such as:

- the promotion of literacy;
- adult and continuing education;
- equality of educational opportunity, including for women and girls;
- education in rural areas; andx
- education of disadvantaged groups/special education.

Working towards the possible eradication of illiteracy by the year 2000 around the world has been enunciated as a stated goal of UNESCO. UNESCO is the UN agency which has responsibility for administering celebration of the International Year of Literacy which has been declared for 1990.

The second major program in education in the UNESCO program and budget, "Formulation and application of Education policies", is more philosophical and reflective. Activities in this major program include educational research. It also includes the regional education networks established under the Asian and Pacific

Program of Educational Development (APEID) and also the Asian and Pacific Program of Education for All (APPEAL).

Under the APEID program almost 200 educational institutions in the Asian Pacific Regions are linked and participate in a range of activities. Eight Australian institutions are members. Each institution has been selected for the contribution it can make to a particular part of the APEID program. The program covers a wide range of educational activities including education and the new technologies, the transition between education and the world of work and technical and vocational education.

The UNESCO APPEAL program, another activity of the Bangkok office, was launched in 1987. It has three objectives. They are:

a. Universalisation of Primary Education

b. Working towards the eradication of illiteracy

c. Continuing Education.

One particular purpose of continuing education in many countries is to prevent the relapse of newly-literate people into illiteracy, perhaps through lack of reading materials.

The second of UNESCO's three major programs also includes activities of its three international bodies, the International Bureau of Education located in Geneva, the International Institute for Educational Planning in Paris and the UNESCO Institute for Education in Hamburg, West Germany.

The International Institute for Educational Planning (IIEP) runs training courses for educational administrators, mainly from developing countries, although a number of Australians have participated over the years. Recently, approaches have been initiated to nominate Aboriginal participants from Australia but to date this has not been achieved. Course costs are met by UNESCO but participants or their sponsoring institutions have to meet their own other costs including airfares. Perhaps an important outcome of this workshop could be to secure the participation of Aboriginal education administrators from either the school or systems level in IIEP courses.

UNESCO's third major focus, "Education, Training and Society", includes a number of practical programs in areas such as science education, health and nutrition education, and higher education. Health education and physical fitness are particular problems in countries such as some Pacific Islands where the indigenous people have adopted Western diets to some extent but may not undertake physical fitness activities which would help to achieve good physical health on these diets.

2. Reasons for this workshop

Under the UNESCO APEID program and within the framework of the UNESCO program and budget, the UNESCO office in Bangkok has been running a program of activities on the education of teachers to teach in difficult educational circumstances.

The 'difficult education contexts' refers to settings in which, for one reason or another, it is not easy to provide adequate training for teachers, or appropriate learning experiences for pupils.[1] An example is a multigrade school in a remote rural area, where teachers may face the added difficulty of negotiating cross-cultural differences. Specific problems could include overly large classes, multiple classes, schools providing incomplete courses, shortage of teaching aids and cross-cultural communication.

The UNESCO program of activities has included several UNESCO sponsored sub-regional workshops in the Asia Pacific region to consider this subject. One of these was held in Darwin in September 1987.

In order to prevent the situation which can occur with international meetings where participants meet and consider a particular subject, perhaps prepare a report on the meeting—but with the action really finishing there—UNESCO and the Australian National Commission for UNESCO are keen that national follow-up activities are arranged after these initiatives. Such follow-up could include recommendations taken up by appropriate national, state or regional authorities. Another approach is to hold a follow-up national workshop after the sub-regional workshop to consider the findings and adapt them to meet national goals and needs. This workshop is an example of such a follow-up approach. It was proposed at the international workshop in 1987.

The Australian National Commission is pleased to be able to offer some assistance for the hosting of this national follow-up workshop.

We are also very grateful to UNESCO in Bangkok for contributing funding and to the Darwin Institute of Technology and the Northern Territory Education Department for organizing the conference.

---

1 Brian Devlin, A Framework for Understanding and Dealing with Difficult Educational Contexts, Paper presented to the Technical Working Group Meeting on Training of Primary Education Personnel, Chiang Mai, Thailand, 26 August-4 September 1986.

3. Topic of workshop and aims

As you know, the topic for the workshop is the training of primary education personnel for work in difficult education contexts. The objectives and outcomes are as set out in the workshop brochure.

4. A basic framework

In order to work towards these objectives it is necessary to establish a framework. Teacher education can be considered in three stages; pre-service, induction, and in-service. Specifically, the workshop will be focussing on the kinds of pre-service preparation offered for teachers working in difficult education contexts, how staff are inducted and the sorts of in-service support that have evolved for them.

In the use of the term 'difficult educational contexts' we are trying to link together certain types of teaching challenges: not just face-to-face teaching in remote rural areas but situations which require teachers to cater for multigrade groupings of students in the one class and/or cross cultural differences.

The difficulty of these situations may derive from the fact that the teachers are cultural strangers to the area they are working in, or it may be because the teacher, who is from the area he/she is working in, lacks basic formal qualifications and so adaptations have to be made to curriculum support materials or training strategies.

I have little first hand expertise in teacher education although I did undertake a diploma of education some years ago. I am therefore indebted to Professor Colin Power from Flinders University, who has participated in recent UNESCO teacher education activities, for suggesting a number of factors relating to teacher education which could be taken into account at this workshop.

The first is that the quality of teacher education is perhaps the most important ingredient in school effectiveness. We cannot expect quality if teachers are not prepared for the range of difficult circumstances they may face.

Others factors include the following:

Pre-service

1. In pre-service teacher education, the recruitment pool is being reduced in some countries with the better students going to economics/accounting and computing and not teaching.

2. An increasingly mature and stable teacher education professional staff may not be in touch with current difficult educational circumstances facing teachers.

3. Australia is a multicultural society. How many teacher education programs help students understand Aboriginal culture the rules governing action, social behaviour and ways of learning?

4. Practice teaching for Aboriginal education students—how often do they go in their practice teaching to the types of schools most commonly encountered when they start teaching?

Induction

1. The importance of support has been widely acknowledged but there is a large gap between policy and practice.

2. The first year is usually very difficult especially if new teachers are thrown into a situation which experienced teachers avoid. There is a high loss of first year teachers in isolated areas because they have not been prepared for the cultural shock and they are not supported by experienced staff with training in clinical supervision.

In-service

It is widely acknowledged that teachers often need assistance to improve their professional competence through school focussed programs. Examples where particular assistance might be needed include:

1. When the situation of a teacher changes because he or she moves from a large metropolitan school to become the head of a small rural school;

2. In-service education may be needed to help teachers handle problems emerging in different cultural settings;

3. Cuts in resources can adversely affect teacher support and teacher education programs generally.

On behalf of the National Commission, best wishes for a very successful workshop. I am looking forward very much to participating in the proceedings.

SPEECH GIVEN AT THE OFFICIAL OPENING OF THE SECOND UNESCO WORKSHOP IN AUSTRALIA ON THE TRAINING OF PRIMARY EDUCATION PERSONNEL WORKING IN DIFFICULT EDUCATIONAL CONTEXTS

Darwin, N. T., Australia, 14-19 August 1988

by

Mr John Parr,
Assistant Secretary, Aboriginal Education Branch, Commonwealth Education Programs Division, Department of Employment, Education and Training

I am pleased to be involved in this workshop and conference for several reasons.

First, I like visiting the Territory, something which I have been fortunate enough to do, on a fairly regular basis, since 1975. The reasons have always been a variety of educationally related matters and it has been interesting to see the range of educational developments over this time, e.g. the various institutional changes including DIT and the new University College, Batchelor, the TAFE Open College, changes at Kormilda, the ongoing success of the NT Department's bilingual programme in Aboriginal schools, and the development of a meaningful Aboriginal voice in education: Feppi, the NT Aboriginal Educational Consultative Group. Back in 1981 I was involved in course accreditation issues (when the Commonwealth initially provided this service for the Territory.) This was the time when the initial accreditation of the Batchelor Associate Diploma was going though, and I look back with some satisfaction when I see how the institution has grown since that time.

Second, as my work over the last four years has been in Aboriginal education, the problems of remote area education have had quite substantial implications for the development of Commonwealth programs in this area. I am strongly of the view that one of the most difficult professional tasks in Australian education is the provision of appropriate education services to remote Aboriginal communities. This is a problem of particular concern to the NT with its very large remote area Aboriginal population in relation to total population and overall resources. If we can solve the problems associated with meeting the needs of Aboriginal communities, there must be many lessons in that for meeting the needs of other remote area students.

Finally, I had some years ago a close association with the work of UNESCO, as Secretary to the National Commission. It is very pleasing to be involved again in its projects; I have always remained, as we all have, firmly committed to the principles of international co-operation and professional exchange of

information, and recognise the influence for good which UNESCO activities can have in Australia.

A little time ago I checked out with the workshop organisers what might be covered in this brief address. They suggested that I might make some reference to the development and directions both of the new Department of Employment, Education and Training (DEET) and the new National Board on Employment, Education and Training (NBEET), and also concentrate on the new, but relatively small scale Commonwealth Scheme to Facilitate the Placement of Teachers in Aboriginal Schools, which has some direct relevance to the interests of the workshop. I also thought that it might be of benefit to have a look at some of the issues raised in Commonwealth's recent White Paper on Higher Education, released last month.

While DEET now has a history of just over 12 months NBEET is comparatively new and all comments about the ways in which DEET and NBEET will interact and provide advice to Ministers is fairly speculative.

The new Department of Employment, Education and Training (DEET) was established immediately following the July 1987 election as one of the new mega-Departments. It was set up, to quote the Government, in the context of achieving enhanced decision-making processes, removing duplication and overlap of functions, and better reflecting the Government's policy priorities.

The number of Commonwealth Departments was substantially reduced to achieve administrative efficiencies and savings and better policy co-ordination. The changes also established a two-tier Ministerial arrangement which enabled all portfolios to be represented at Cabinet level.

DEET is comprised of the former Department of Education, the employment and training elements of the former Department of Employment and Industrial Relations, the office of Youth Affairs from Prime Minister and Cabinet, and elements of the Department of Science.

DEET'S major responsibilities are

- education, other than migrant adult education;
- youth affairs;
- employment and training;
- the CES and labour market programs;
- research policy co-ordination and research grants and fellowships.

DEET's charter at the time, and now, again to quote and paraphrase the Government, is basically to develop human resources ... to build an economy capable of prospering in an increasingly competitive world ... to lift standards at all levels of the

education process to better relate education and training outcomes with employment opportunities. Quite a task.

Following Government streamlining of arrangements in employment, education and training, i.e. the establishment of the single DEET portfolio in July 1987, it set up the National Board of EET to provide a mechanism for independent and expert advice on portfolio matters.

The NBEET structure provides for a balanced consideration of priorities and for co-operation of activities across employment, education and training. NBEET will advise on national objectives, needs and priorities, and the development of policies. NBEET is to provide information and advice to the Minister, primarily in response to formal requests.

Already specific advisory tasks have been identified, e.g. higher education reforms, initiatives in secondary education, and the issue of industry contribution to training. NBEET also has the capacity to advise on other issues which it identifies.

NBEET, chaired by Professor Brian Smith, incorporates the functions of the CSC, CTEC and the Australian Council on Employment and Training, and incorporates the Australian Research Council. It has four advisory councils

. Schools	(Lyndsay Connors)
. Higher Education	(Greg Ramsey)
. Employment and Skills Formation	(Charles Halton)
. The Australian Research Council	(Don Aitkin)

In relation to higher education, the processes will work in the following way: HEC functions include advice through NBEET on the general development of higher education in Australia; the establishment of priorities for meeting the needs of higher education institutions; the funding, planning and implementation of programs based on those priorities; the granting of financial assistance; and the marketing overseas of higher education programs.

The ARC advises the Minister through NBEET on research policy and priorities.

DEET advises the Minister on policy, resource needs and the distribution of resources, interprets and implements Government policy and administers programs. In addition it will provide information, technical advice and assistance to NBEET and its Councils. Also, a Commonwealth/State Consultative Committee has been established.

It will be interesting to see how these arrangements work out in practice.

Looking through the White Paper, which of course has evolved from the earlier Green Paper and the responses of States and educational institutions, a number of things come to notice. One is the Government's concern to ensure that higher education opportunities for people who live outside the major cities remains a high priority. In this context, the White Paper goes on to say as you know that small regional colleges have much to gain through association with larger and more diverse institutions, the potential advantages including

- student access to a wider range of study options;
- assistance for research on issues of regional importance;
- improved course credit and transfer arrangements; and
- the possibility of regional colleges linking with TAFE.

While not wishing to enter the White Paper debate on institutional efficiencies and economies of scale, it is possible that future concentration on these priorities will perhaps make it more feasible for institutions to service the needs of teachers in remote areas in a variety of ways, possibly in-servicing arrangements and the upgrading of qualifications.

In the White Paper, this concern for regional and rural needs runs parallel with a concern to ensure that external studies are seen as having a key role in future developments. It notes in particular that external studies are of vital importance to people in rural and geographically isolated areas. The Commonwealth has committed itself to further substantial expansion of external study opportunities, especially for people from isolated communities. This approach will involve a rationalisation of the production of external studies materials through about six or so Distance Education Centres (DECs). These arrangements are expected to be in place by the beginning of 1990. Institutions selected as DECs will have a broadly based educational profile, strong external studies, a broad range of courses, and a willingness to ensure broad access to geographically isolated areas.

This proposed development could have significance for the provision of in-servicing and high quality external courses for teachers in remote areas.

The White Paper also pays attention to developments in Aboriginal higher education. It notes the increase in higher award enrolments (700 in 1983 and almost 2400 in 1987) and indicates that institutions with a proven record in supporting Aboriginal students will be the prime beneficiaries of further growth. Also in passing, it is worth noting that a total of 925 Aboriginals now hold higher education awards, including 300 graduates. Compare this with the numbers of even 10 years ago.

Of particular personal satisfaction to me, and to many of you, is the White Paper reference to Batchelor College. Note is made of

its impressive record in tertiary education for Aboriginal people, particularly its teacher education programs. Significantly, the Government is now committed to providing future support for Batchelor through a triennial operating grant, rather than annual higher education funding grants through the Aboriginal Participation Initiative. Also, with considerable financial implications, the first year of the Associate Diploma in Teaching will now be funded. This should enable Batchelor to further develop its teacher education programs, of great significance for the staffing of Aboriginal community schools and the style of teaching in these schools, one attuned to community needs and aspirations. I understand that the conference at Batchelor this afternoon will be considering its plan to become an Institute of Tertiary Studies, and it will be interesting to watch the progress of this proposal.

My Branch within DEET, the Aboriginal Education Branch, is involved with a broad range of Aboriginal education programs, notably the ABSEC and ABSTUDY student assistance schemes (to be amalgamated as ABSTUDY in 1989) and a number of special purpose programs, e.g. ABSTUDY Special Courses, and the Remote Area Program for Aborigines (RAPA), in addition to the Teacher Placement Scheme. Also, in 1987-88, we took over initial responsibility for the National Aboriginal Languages Program, part of the National Policy on Languages. The Branch operates in close association with the NAEC and the State Aboriginal Education Consultative Groups, including Feppi in the N.T.

With specific regard to teacher education, the Branch's most directly appropriate responsibility is the Teacher Placement Scheme. There are however other related activities. For example, under ABSTUDY Special Courses we fund a range of Aboriginal teacher education initiatives around the country, including the RATE Homeland program at Batchelor, the D-Bate program at Deakin, which enables some Batchelor diplomates to undertake further graduate studies, off-campus arrangements—the ANTEP program of the South Australian CAE centred at Ernabella and Yipirinya—the Traditional Aboriginal Teacher Education Program (TATE) of the Western Australian CAE , and a long standing commitment to the development of teacher education at James Cook University. All these programs prepare Aboriginal teachers for teaching in remote communities.

In 1984, in line with the Commonwealth's objective of having 1000 trained Aboriginal teachers in schools by 1990, the first series of 100 Special Teacher Training Awards were made available. These awards were designed to encourage mature age Aboriginals to train as teachers; the rate of living allowance was roughly double that of the ABSTUDY scheme. These special intakes continued until 1987, and therefore awardees are still in courses. Other Aboriginal students in teacher education courses are funded under ABSTUDY.

The National Scheme for the Placement of Teachers in Aboriginal Schools was first funded in 1986-87. It was, in retrospect, a direct result of the then Commonwealth Minister, Senator Ryan's visit to the Kimberleys in 1983. Aboriginal community representatives approached her, seeking to discuss ways in which non-Aboriginal teachers might be better prepared to teach in Aboriginal communities, and how they themselves might become more closely involved in teacher selection processes. The scheme has developed from these early stages. The participating States are WA, SA and the NT; the National Catholic Education Commission and Aboriginal independent schools are also involved in the scheme. The budget is relatively limited—$328,000 in 1987-88. However, within this limited budget we consider that good results have achieved. Projects by and large have complemented State efforts, with some 600 teachers last year participating in specially arranged in-service courses, characterised by the input of Aboriginal consultative groups. A project to enable teacher trainees to undertake practice teaching arrangements in Aboriginal communities also appears to have been successful. On the question of community involvement in teacher selection, the scheme I would say has served to further sensitise the approaches of State authorities. Batchelor, for example, is developing a special short course which will help skill Aboriginal community representatives in personnel selection practice.

At the Batchelor Conference yesterday, one working group clearly articulated the problems which this scheme, in its modest way, seeks to overcome. To quote, "Why is it that European teachers are sent to communities fresh from institutions without any prior training in Aboriginal studies? Why are not the community councils, school councils and parents allowed in all cases to select their own teachers according to the needs of the community." These are the problems in a nutshell. Stressed by the Batchelor Conference was the need for teachers to have a cultural awareness of communities, and desirably some knowledge of the Aboriginal language(s) concerned. These are desirable but difficult aims. Also, we need to keep in mind that knowledge of Aboriginal culture these days is not confined to the traditional ways; more and more Aboriginal people expect teachers to have a knowledge of contemporary issues of concern relating for example to land rights, health, welfare, employment and education. On the question of Aboriginal control in teaching appointments, it is worth noting that WA independent Aboriginal schools now select and appoint their own teaching staff.

The Teacher Placement scheme is really about the quality of teaching in Aboriginal schools, helping to ensure that students have access to more experienced teachers and course options. Perhaps future developments could trial the secondment of experienced teachers, with appropriate incentive arrangements.

One other very recent development which may have some future relevance for teachers in remote Central Australian schools is

the agreement between the NT, SA, WA and Commonwealth Ministers of Education to examine the feasibility of cooperative educational arrangements in the area. As far as teaching arrangements are concerned, in future we may see a more co-ordinated approach to the servicing of these schools and the preparation and in-service training of teachers.

In a broader Commonwealth context, you will know that direct Commonwealth assistance for teacher in-service education was provided from 1974 until 1986. This was the Professional Development Program, administered by the now defunct Schools Commission.

The Program was discontinued at the end of 1986, the Commonwealth's view being that the responsibility for professional development was with employing authorities and the profession itself. The Commonwealth referred in this context to the increased general recurrent grants which it was making available to education authorities, which could be used to support professional development activities.

In preparation for the workshop, I have tried to refresh my memory in relation to some of the literature, looking through reports such as the House of Representatives Select Committee on Aboriginal Education (the *Blanchard Report*), its subsequent report on Homeland Centres, the NAEC's Report to the National Inquiry on Teacher Education; Schooling in Rural Areas, and Betty Watts' *Aboriginal Futures* summary dating from 1982. Not a comprehensive listing, of course, but sufficient to have reinforced in one's mind the commonly identified problems associated with teacher preparation for remote schools.

I noted in particular, in *Aboriginal Futures*, Betty Watts' reporting of Professor Bassett's earlier listing of desirable characteristics for a teacher of Aboriginal students, eighteen qualities in all, ranging through the need for creativity and flexibility, tolerance and respect for other races and ways of life, the valuing of diversity, the recognition of the value of non-formal learning, and skill in integrating the curriculum. To these Professor Watts added the need for personal and professional maturity, the foreknowledge of culture shock, knowledge of Aboriginal cultures and a knowledge of the characteristics of Aboriginal languages. A formidable list, and no doubt still as appropriate now. The workshop is faced with a daunting task, but I am sure that new and improved approaches can be identified.